

Gender Analysis on DRM Somalia

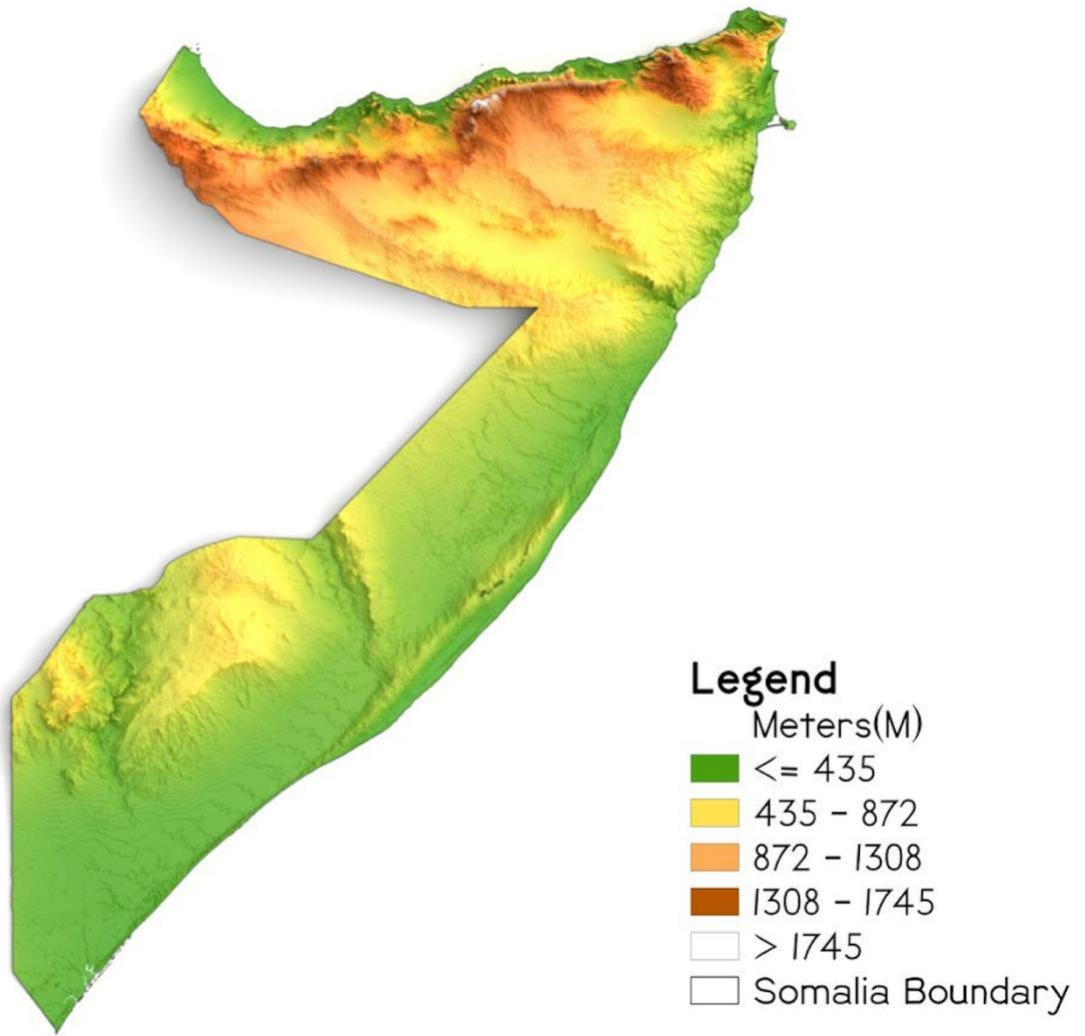


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Executive Summary

The significant losses in human life and livelihoods, the destruction of economic and social infrastructure and damage to the environment caused by disasters in the past decade has increased the necessity for proper disaster reduction and risk management strategies. Disaster reduction policies and measures, which ensure a decrease in vulnerabilities, need to be formed and implemented to achieve a sustainable and consistent plan of disaster management. Since women are more vulnerable in a disaster, their needs and concerns should be widely integrated into risk reduction plans and procedures from both perspectives of women as beneficiaries and decision makers. Gender mainstreaming is considered an important element in disaster reduction policy making to integrate a gender equality perspective in all policies at all levels. Gender mainstreaming in disaster reduction refers to promoting awareness about gender equity and equality, to help reduce the impact of disasters and to incorporate gender analysis in disaster management, risk reduction and sustainable development to decrease vulnerability.

This paper reviews literature on disaster reduction and gender mainstreaming to emphasize why gender mainstreaming has become a necessity in disaster reduction attempts and to highlight the ways in which it can be achieved. Backed by wide experience and expertise in disaster management research in Somalia, the consultant used both qualitative and desk review data sources which is the best way for understanding of gender issues in the context of disaster risk management. These were appropriately incorporated in designing the solution that addresses gender concerns in disaster risk management as detailed in this report.

The key recommendations raised in the report in line with promoting gender mainstreaming in disaster management include; Mainstream DRM at the state level by developing policies and strategies to support DRM, supporting the capacity development of key disaster related state ministries and agencies, promoting integration of DRM in all state development agenda and coordinating all DRM efforts by all stakeholders, and Strengthen state DRM policies and frameworks and invest in building the technical, functional and organizational capacity of SoDMA and other related ministries including establishing a standardized ToT training for gender mainstreaming in DRR.

Background

Disasters are occurring more frequently in every corner of the globe primarily due to climate change and other man-made factors, leading to an increasing number of emergencies. In many of Africa countries it is reflected in higher temperatures, rising sea levels, and changes in rainfall causing droughts in year and flash floods in another year. The impacts of disasters tend to fall disproportionately on women and girls and other marginalized groups, due to systemic gender and social inequality in many parts of the world. In disasters, gender inequality and compounding social inequalities are exacerbated, triggering more direct and indirect negative impacts on marginalized groups such as women. Such negative impacts of disasters on women and girls that are rooted in gender inequality and discrimination patterns. Due to these disasters, women often have reduced access to health care and face higher rates of unemployment. Most African countries such as Somalia are still behind the pace of holistic gender mainstreaming, especially in disaster risk management (DRM). Gender mainstreaming, however, is a delicate issue in all cultures since gender helps to understand the vulnerability of marginalized groups and identifies approaches to reducing inequality. Gender is thus a highly important factor to consider in assessing the level of vulnerability of people to disasters. This has made gender mainstreaming of disaster risk management initiatives and programs, a priority concern as women and men have different vulnerabilities and disaster impacts differently.

Somalia is confronted with a number of recurring climate variability disasters such as droughts and floods. Conflicts, poverty, political instability and lack of basic social services are other disasters. Due to the history of conflict and disasters, half of all Somali households are currently headed by women and the number of female-headed households continues to grow. As a result, the Somalia women have faced enormous challenges as a result of the conflict and the natural disasters and it is believed that much of what of the government and non-government humanitarian & DRM interventions are not well integrated and considered the specific challenges facing by the women. This therefore, require a comprehensive risk reduction strategy that distinguishes between the needs of gender groups such as women, men, girls and boys and gender mainstreaming in to the overall all DRM interventions.

Gender mainstreaming therefore is especially important to the involvement of DRM projects, in building capacity and improving the results of livelihoods and the environment and in fostering the reduction of disaster risk. To do so, a comprehensive gender analysis is essential to find out the disparity and gap in policy settings and the implementation of the DRM activities. A Gender Training Manual in DRR will also be crafted based on the findings of the Gender Analysis.

The aim of this writing is therefore to analyse gender mainstreaming in Somalia DRM and also provide a guiding framework that paves the way for a comprehensive gender mainstreaming strategy in disaster risk management (DRM) to strengthen national capacities for preparedness, response and mitigating gender-based disasters in Somalia. Specifically, it is aimed the following:

1. To identify gaps for various capacity (policy/legal) aspects of Gender in Disaster Risk Management at all levels of Governmental and Non-Governmental institutions as well as vulnerable communities
2. To assess and understand the underlying risk factor for Gender vulnerability in the occurrences of disasters.
3. To identify measures and mechanism employed to prevent or reduce the effect of natural or man-made disasters on women and girls in Somalia.
4. To provide strategic recommendations and suggest solutions on gender vulnerability in disasters in the country.

The gender analysis report will specifically detail focus on gender sensitivity and inclusivity of current disaster response and implementation mechanisms in Somalia, and will include the following:

- A situational analysis of national context with the perspective of disaster risk response planning and implementation. Thus, by undertaking a gender analysis of the relevant sector policies or strategies, formulation and design of national gender equality policies and their effective level of implementation as well as how gender mainstreaming has been incorporated in the context of disaster response planning, implementation and management
- An analysis of gender Integration into sectoral policies, planning instruments, projects and programmes being implemented that are related to disaster response planning and implementation.

The analyzed report will therefore highlight the findings of the in-depth gender analysis that will include the outcomes of the consultative process, potential actions for further capacity building at the policy, legal, institutional and programmatic levels for gender integration, and recommendations to address the existing barriers in disaster response planning, implementation and management. All the recommendations will be considered in Gender Training Manual that will be used to build capacity of systematically mainstreaming gender in DRM.

Scope

The purpose of this analysis is to examine the extent of integration of gender within Somalia DRM legal and policy frameworks. By undertaking comprehensive DRM legal and policy frameworks analysis, examining current DRM programming and implementation in Somalia, and consulting with the community, the report will produce comprehensive analyze of the status of gender- DRM integration in Somalia to inform policy makers and doners to develop their contingency plans for disasters occurring in the country.

Methodology

The study included a desk review, consultations and key informant interviews focused in Somalia. The desk review included available legal documents, policies and strategies that relate to DRM, disaster risk reduction (DRR), gender and DRM legal and policy frameworks. At first, all relevant literature and other relevant data such as geo-spatial information were collected from different sources including the National Disaster Management Agency, the establishment act of Somali Disaster Management Agency, National Gender Policy, National humanitarian strategy, Somalia national development plan (2020 -2024), Somalia food impact and needs assessment, Somalia drought impact and needs assessment, Somalia recovery and resilience framework, Somali Disaster Management Agency (SoDMA) document repositories and the internet. These documents were reviewed in relation to the study objectives.

During the desk study, all available reports, studies and other relevant documentations of responses to past disaster events in Somalia were analyzed carefully to list past events and identify respective risk management/disaster response interventions of DRM actors in Somalia. The documented impacts of different events were analyzed and past measures and investments assessed regarding their effectiveness.

Primary data was collected through in-depth key informant interview from purposive sample of participants. Deliberate efforts were made to ensure that participants were drawn from wide spectrum of relevant institutions at national, district and local levels. These include local authorities and government agencies directly involved in DRM, CSO, development partners and traditional leaders, as well as women, men and youths in selected communities. 21-one key informant interviews were conducted targeting government officials from the DRM institution, the government line ministries such as the Ministry of women, local NGO working involved in DRM & gender and international organization working on gender equality, addressing gender integration DRM. Based on the well-structured list developed during the previous tasks, an institutional mapping was undertaken to better understand the stakeholders, and their current roles, functions and

responsibilities as well as their interconnectedness and links with other related organizations and actors. This included a thorough review of relevant reports and websites as well as telephone interviews. The institutional stakeholder assessment under this task focused on developing a profound understanding of the current disaster management stakeholder network in Somalia including roles and responsibilities and interconnectedness with other disaster management actors. It then assessed the capacity of different stakeholders to plan for, respond to and manage disastrous events in Somalia. It documented lessons learned and present recommendations for improvement.

Data that was collected was immediately analyzed, resulting in an interactive process whereby as more data was collected and analyzed, new and additional participants and/or data sources were identified and investigated to fill gaps, clarify uncertainty and confirm interpretation as the research progressed. Employing this approach facilitated a robust analysis of the data and subsequently informed conclusions and recommendations of the research. Field reports were used to document outputs from the consultations with participants/data sources; they helped in the process of categorising the data, summarising findings, including key conclusions and recommendations from participants. Validation and triangulation of data was enhanced in the research design. Recommendations and conclusions were reached using various and diverse data sources. This approach was undertaken to facilitate ownership of both the process and final research product by the participants.

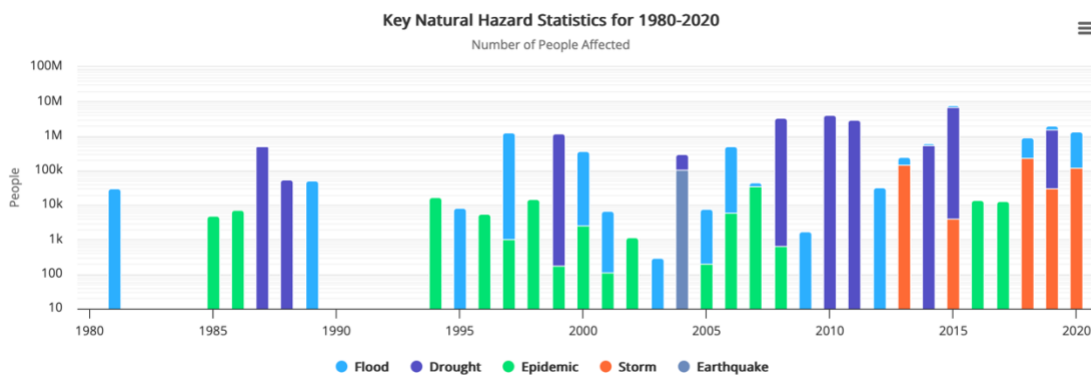
Limitations

While numerous key informants were interviewed, many more were unable to be consulted within the time for interviews. In addition, although most DRM laws, policies, strategies and plans are available online, not all are, particularly those in draft form, requiring DRM laws, policies, strategies and plans to be shared by key informants. In addition, although many draft DRM laws, policies, strategies and plans integrate considerations for gender equality, it was not possible to include them in this study as they have not yet been adopted. Lastly, there is no globally accepted rubric for assessing the extent of integration of gender considerations to address gaps into DRM legal and policy documents. The rubric developed for the assessment is not a validated assessment tool as it was weighted comparing the study DRM documents and not against a model of a gender responsive DRM laws, policies, strategies or plans. Comparing DRM laws, policies, strategies and plans was difficult given their varied approaches to what should be included. Additionally, gender responsive DRM documents do not equal gender responsive DRM implementation.

Somalia: History & Current Disaster situation

Somalia is among the most fragile countries in the world with over 70% of the total population living in extreme poverty, and nearly three million people internally displaced. The United Nations Office for the Coordination of Humanitarian Affairs (OCHA) estimated early 2022 that 7.7 million out of a total population of 15.7 million need humanitarian aid, of which partners aim to target 5.5 million, including 4.3 million internally displaced people and 163,000 are refugees, asylum seekers or returnees.

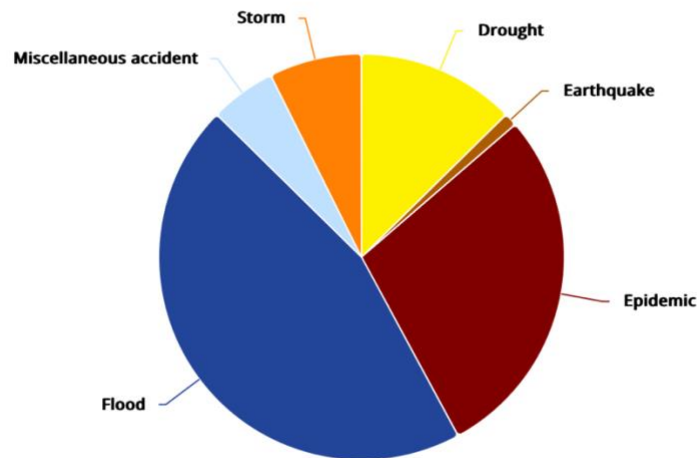
Somalia is at risk to several natural hazards, including drought, floods, cyclones, and climate-related diseases and epidemics. Climate plays a key role for Somalia's economy and livelihoods as its economy is predominated by agricultural activities, which accounted for about 65% of the GDP and employment. In Somalia, climate change impacts from droughts and floods pose the most severe hazards to the country. Below is a summary of key natural hazards and their associated socioeconomic impact to the people according to the World Bank.



Source: World bank (Climate change knowledge portal) retrieved 24th November 2023.

The charts provide overview of the most frequent natural disaster in Somalia and understand the impacts of those disasters on human populations. For instance, drought and floods are the most frequent natural disasters in Somalia together with epidemics and cyclone storms. However, the average annual occurrence of those hazards, floods come to the top pointing 45% occurrence rate follows epidemics with roughly 28% by according to natural hazard data collected from 1980-2020.

Average Annual Natural Hazard Occurrence for 1980-2020



Source: World bank (Climate change knowledge portal) retrieved 24th November 2023.

In the subsequent paragraphs, the study will breakdown the Somalia natural hazards and will decompose most frequent in separate sections.

1. Floods

Somalia is periodically affected by various forms of natural and manmade hazards. Floods are notably one of the most devastating natural hazards in the country, causing tremendous loss of lives and extensive damage to agriculture, vegetation, human, wild life and local economies. Juba-Shabelle River Basin is the source of the two most significant rivers (Jubba and Shabelle) in the country that provide sufficient water for crop production, livestock and for domestic use. It is widely believed that the alluvial plains of the two rivers to be the breadbasket of Somalia as they have considerable potential for irrigation development. However, floods are a common phenomenon in the riverine areas of the Juba and Shabelle River basin during the two main rainy seasons of Somalia Gu (April to June) and Deyr (October to December). The low-lying areas along the Juba and Shabelle Rivers are usually experienced flooding of various magnitudes. This is caused or amplified by both weather and human related factors. The natural one is due to quantity and frequency of precipitations experienced by the Ethiopian side of the Juba and Shabelle River Basin is far more exceeding than the one occurs in Somalia.

Factors other than the weather that has been playing a major role in causing the increased frequency of floods in the riverine areas is alterations in the natural environment for the past 27 years by increasing erosion rates which in turn results sedimentation in river channel making rivers shallower causing floods to occur even with low amounts of precipitation. Furthermore, sudden embankment failures are one of the key causes of

flooding in Jubba and Shabelle catchments though deliberate cutting of river banks by riparian communities for irrigation purposes during the dry seasons is common in the riverine areas which could be considered another important factor that has led to recurrent floods in recent times due to the absence of river regulatory systems in Somalia. On the other hand, the last two decades, northern Somalia has experienced several serious flash floods that have resulted in damage to property and loss of lives. These regions have a hot and arid climate and a short rainy season with occurrences of intense rainfall events that can result in flash floods. Flash flood events frequently trigger disasters in these regions because of the lack of warning and prevention measures in place.¹

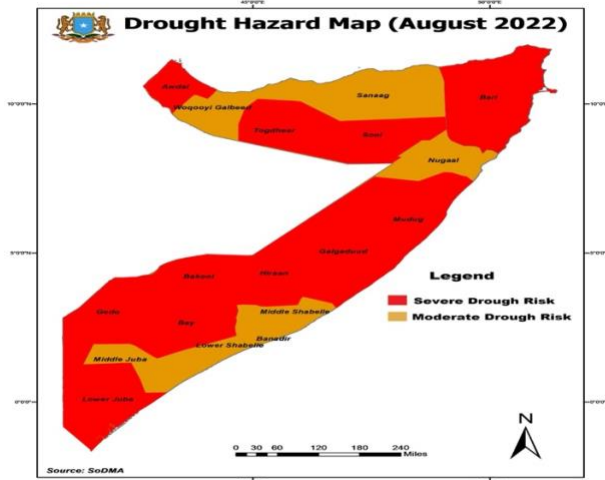


Town of Beledweyne, Somalia, Nov. 19, 2023

2. Drought

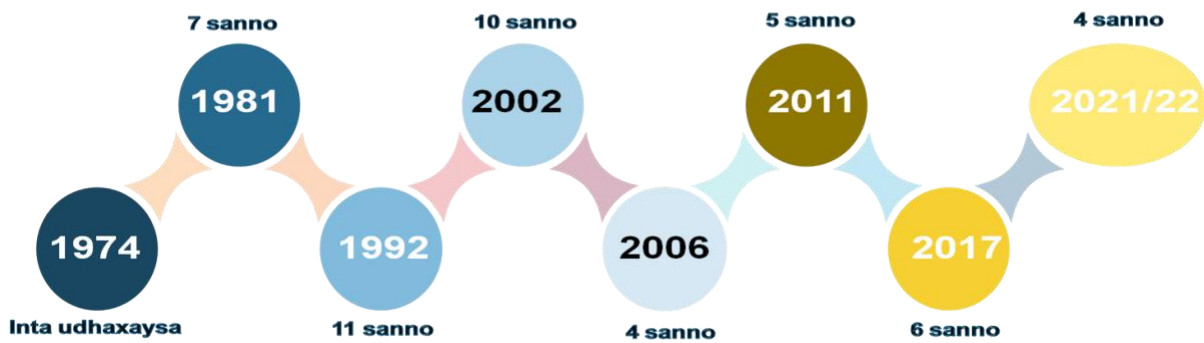
Situated in the Horn of Africa, Somalia is mostly arid, as monsoon winds lose their moisture by the time they reach the area. The country experiences more frequent and longer-lasting droughts, which are becoming more severe as the climate changes. The severe drought is a result of consecutive seasons of poor rainfall and as results the livelihoods of the nomadic communities. The drought impacts vary from one area to another, and include decimation of crops and livestock, water shortages, environmental degradation and economic damage. In particular, drought has severely affected the agricultural sector, the most important sector, which accounts for about 65% of the country's Gross Domestic Product (GDP) and employs 65% of the workforce. Approximately 70% of the population directly depends on agriculture, and more than 60% survive on rainfed subsistence farming systems. Livestock contributes about 40% to GDP and more than 50% of export earnings. Thus, the livelihoods of both the rural and urban populations are affected by drought.

¹ FOA Somalia "Somalia flood update: Devastating floods overwhelm Somalia", 2023.



Source: National Multi-hazard early warning Center of SoDMA

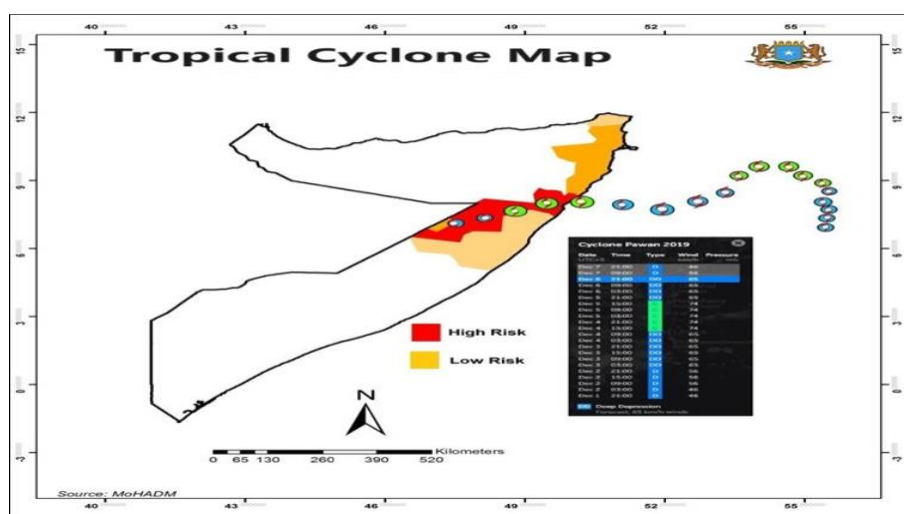
According to the chart below, since 1974, drought frequency shortened in period from 10 to average 5 years occurrence rate making the country more prone to climate change hazards. Only for the last 10 years, Somalia experienced minimum three severe droughts impacting the livelihoods of millions of people. Due to the fact Somalis is largely dependent on agriculture and livestock; droughts have had devastating impacts on the country's food security. the drought occurrences of 1974-2022 led to unplanned cost such as los of large scale of livestock, consequently, reduced production of local products affecting communities in general and the women more specifically.



Source: Somali disaster management agency (SoDMA)

3. Cyclone & storms

Cyclones and storms occur mainly in northern parts of Somalia. On top of flood and drought, cyclones and tsunamis, also represent a real threat to the safety of the population and land sustainability having caused major disasters in the past to lives, household assets, and livelihood along the coast. Cyclones happen rarely though with an average about once per year. On average, they happen about once per year. The most affected regions are Puntland, Somaliland and Galmudug. The typical cyclone season depends on the summer monsoon. In the months before (May to June) and after (October to November), the most severe storms occur. Somalia has certainly been affected by the foothills of several cyclones, but during the past 12 months no cyclone reached the inhabited areas on land. In 2021-2022, the populated areas of Somalia were not affected by any cyclone. The last cyclone Gati in November 2020 affected Bari and reached a wind speed of max. 139 km/h. The Indian Ocean Tsunami also reached Somalia and caused around 110 fatalities. As such, cyclones and tsunamis are not the most severe hazard to the country.



Source: National Multi-hazard early warning Center of SoDMA

4. Epidemics

Another vulnerability hazard that Somalia faces is epidemics. Despite Covid19 which has affected the whole world, Cholera is endemic in Somalia with recurrent outbreaks reported since 2017. Between 1 January to 10 July 2022, a cumulative number of 7796 cases of cholera including 37 associated deaths (case fatality ratio 0.5%) have been reported from 25 drought-affected districts.

The current cholera outbreak is taking place in the context of other ongoing outbreaks, high rates of malnutrition, and the escalating drought, all of which are exacerbating the fragility of Somalia’s humanitarian situation and have led to large displacement of people, placing additional pressure on an already over-burdened and underperforming healthcare

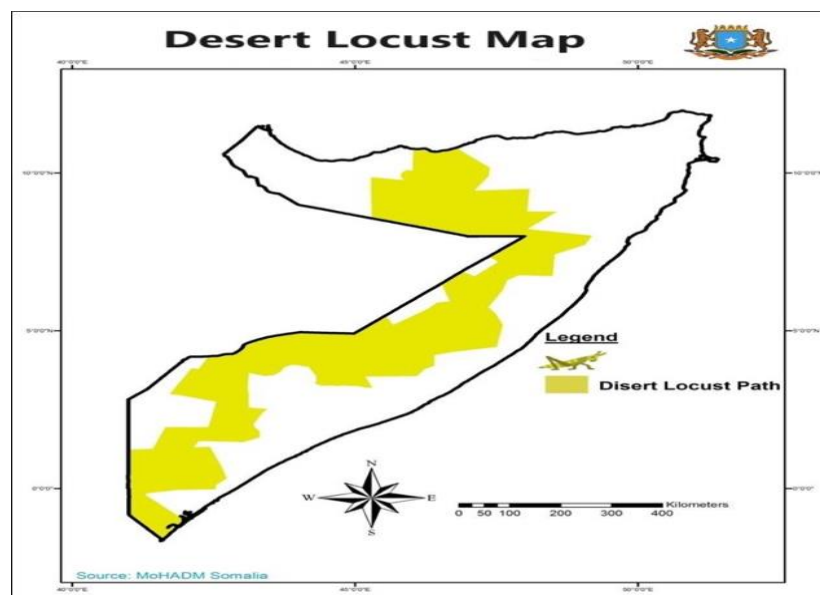
system. Currently, the country has limited capacity to respond to the outbreak, increasing the risk of serious public health impact.

Somalia is not ready for the next epidemic. The government have shown commitment to improving preparedness, but an outbreak could cause a devastating loss of lives and disrupt political and economic stability of the country.

5. Locust,

The worst desert locust crisis in decades hit the Greater Horn of Africa in late 2019, where tens of thousands of hectares of cropland and pasture have been damaged. The invasion has had severe consequences for agriculture-based livelihoods in contexts where food security is already fragile with Somalia one of the worst hit countries. In Somalia, where vast majority of people depend on agriculture and livestock for their livelihoods, recurrent drought and floods have resulted in significant impacts on household food security, and the desert locust crisis has exacerbated the crisis, increasing the severity of the threat to rural families.

The first wave of desert locust swarms hit Somalia in 2019. Carpets of hopper bands and clouds of locust swarms resembling those of a storm started appearing throughout the country. As the locusts descended on any vegetation they could find, crops succumbed to their appetite; fields became barren with nothing left behind for animals to graze and the livelihoods of agropastoral and smallholder farmers were shattered in a matter of hours.



Source: Somali disaster Management Agency (SoDMA)

6. Conflicts

The presence of multi-layered conflicts throughout the country further threatens the livelihood and wellbeing of the population. The major source of insecurity is created by the conflict between the Al-Shabaab and the FGS, where some territories controlled by Al-Shabaab remain inaccessible to disaster relief. Other conflicts include localized clan conflicts in Hiraan, Galmudug, lower and middle Shabelle regions of the Federal Member States (FMS) over the security of scarce resources, or the conflict between Puntland and Somaliland over the control of part of the country (Sool and Sanaag regions). Such conflicts affect entire communities through deaths and injuries, property destruction, taxation of communities and human rights violations, including child recruitment. As such, conflicts negatively affect the resilience of people, trigger displacement and result in hampered access to basic services.

According to the monitoring data from the Armed Conflict Location & Event Data Project (ACLED), more than 3,000 fatalities occurred in the country in 2020 due to internal conflicts. ACLED states that no significant improvement has taken place over the past two years in terms of security, despite the Government's action to extend its control over newly acquired territories through the implementation of transition plans, which included more direct involvement of the police forces and expanded scope of the justice systems. However, clan conflicts over competition for resources keep occurring, just as territorial disputes between internal states. Mediation efforts by external actors, including the United Nations (UN) and Intergovernmental Authority on Development (IGAD), show only a slow improvement.

Gender Analysis of the legal, policy and institutional frameworks on DRM

Key international & Regional agreements on DRM

Disasters affect women and men differently because of the distinct roles they occupy and the different responsibilities given to them in life and because of the differences in their capacities, needs and vulnerabilities” (Ariyabandu, & Wickramasinghe, 2003). UN/ISDR (2002) indicates that women are more vulnerable in disasters and they are the most affected. The poor and predominantly female and elderly populations are characterised by higher economic vulnerability as they suffer proportionally larger losses in disasters and have limited capacity to recover. Lambrou, Y., & Piana, G. (2006). identifies the following points as the reasons for women’s higher vulnerability in disasters.

- As housing is often destroyed in the disaster, many families are forced to relocate to shelters.
- When women’s economic resources are taken away, their bargaining position in the household is adversely affected.

According to, Enarson (2016), although women are at greater risk than men in disasters, it is the women who make it possible for the community to cope with disasters because their social role is central to the management of a disaster coping strategy. However, women’s abilities to mitigate hazards and prevent disasters and to cope with and recover from the effects of disasters have not sufficiently been taken into account or developed. In the current practice of disaster reduction women are seen as helpless victims and their capacities, knowledge and skills in each stage of the disaster cycle are not recognised. The gender differences in the disaster mitigation have been discussed primarily in the context of vulnerability or community involvement. The absence of women in decision making positions in emergency and recovery planning is not effectively addressed. Therefore, a gender perspective should be integrated into all disaster reduction policies and measures in order to decrease women’s susceptibility in disasters. However, gender equality in disaster reduction requires empowering women to have an increasing role in leadership, management and decision-making positions because women are not only victims of disasters but they can act as agents of change in disaster reduction planning.

Gender Mainstreaming

The Platform for Action (PfA) at the Fourth World Conference on Women in Beijing in 1995 brought up the concept of gender mainstreaming, the commitment to integrate gender perspective in all forms of development and political processes of governments

[22]. UN/ISDR [11] elaborates gender mainstreaming as the process of bringing a gendered perspective into the mainstream activities of governments at all levels, as a means of promoting the role of women in the field of development and integrating women's values into development work. Although, the ultimate aim of gender mainstreaming is to achieve gender equality, it is not for promoting equality to the implementation of specific measures to help women; it is to achieve equality in all general policies and measures by actively and openly taking the possible effects on the respective situation of men and women into account at the planning stage. According to the Employment and European Social Fund, gender mainstreaming means a partnership between women and men to ensure both participate fully in society's development and benefit equally from society's resources. Gender mainstreaming covers the following aspects.

- Policy design
- Decision-making
- Access to resources
- Procedures and practices
- Methodology
- Implementation
- Monitoring and evaluation

Therefore, gender mainstreaming is necessary to incorporate in the policies and programmes related to disaster reduction mainly because "gender shapes capacity and vulnerability to disasters" as discussed earlier. As the United Nations Office of the Special Adviser on Gender Issues and Advancement of Women explains, gender mainstreaming can promote gender equality and women's empowerment, particularly where there are glaring instances of persistent discrimination of women and inequality between women and men. Gender mainstreaming can be used as an effective tool to reduce the vulnerability of women, which arise due to various factors including less access to resources and to bring more women in to disaster reduction policy making process. However, promoting gender mainstreaming is a long, slow process requiring inputs on many fronts over a long period of time, including advocacy, advice and support, competence development, development of methods and tools and vigilance in following up and evaluating progress.

Gender Mainstreaming in Disaster Reduction

According to the definition given by the International Labour Organisation for gender mainstreaming, it is bringing the experience, knowledge, and interests of women and men to bear on the development agenda and identifying the need for changes in that agenda in a way which both women and men can influence, participate in, and benefit from development processes. Accordingly, mainstreaming gender perspectives into disaster

risk reduction should concern women in development processes as equal partners to men as both decision makers and beneficiaries. According to Carolyn Hannan, Director of the UN Division for the Advancement of Women [7], the following basic principles should be set up for mainstreaming gender.

- Adequate accountability mechanisms for monitoring progress need to be established.
- The initial identification of issues and problems across all area(s) of activity should be such that gender differences and disparities can be diagnosed.
- Assumptions that issues or problems are neutral from a gender-equality perspective should never be made.
- Gender analysis should always be carried out.
- Clear political will and allocation of adequate resources for mainstreaming, including additional financial and human resources, if necessary, are important for translation of the concept into practice.
- Efforts to broaden women's equitable participation at all levels of decision-making should be taken.

Therefore, mainstreaming gender in to disaster reduction policies and measures translates into identifying the ways in which women and men are positioned in society. In other words, in the context of disaster risk reduction, gender mainstreaming refers to fostering awareness about gender equity and equality, etc, to help reduce the impact of disasters, and to incorporate gender analysis in disaster management, risk reduction and sustainable development to decrease vulnerability. Gender mainstreaming can be used to bring equality into disaster management through considering the specific needs and interests of vulnerable women before, during and after disasters.

The United Nations International Strategy for Disaster Reduction (2002) shows gender mainstreaming in disaster reduction as a parallel but inter-linked process to the mainstreaming of disaster reduction into sustainable development policies and activities while recommending to integrate gender, development and environmental management and disaster risk reduction both in research and practice. It further recommends that efforts should be made to increase a gender balance in decision-making positions to deal with disaster risk management. There is a need for a focus on the disaster and sustainable development planning processes and ensure a participatory approach and involvement of non-traditional/non-conventional ideas and partners

The Sendai framework on DRR (2015-2030) States that a 'gender, age, disability and cultural perspective should be integrated in all policies and practices, and women and youth leadership should be promoted. The framework Promotes empowering women ... to publicly lead and promote gender equitable and universally accessible response,

recovery, rehabilitation and reconstruction. It also Emphasises that post-2015 implementation and DRM plans are inclusive and accessible, and allow non-discriminatory participation by all sections of society. The framework advocates for the collection and sharing of disaggregated data with systematic participation of women and other at-risk groups, to inform disaster recovery and resilience

The Paris agreement under the framework convention on climate change (UNFCCC) Article 7 - Adaptation: "Adaptation should follow a gender-responsive approach". BECAUSE...Without gender responsive adaptation strategies, adaptation will not be effective and gender inequality will be reinforced. In 2014, the Conference of the Parties (COP) to the UNFCCC adopted the Lima Work Programme on Gender, which established a plan for 'promoting gender balance and achieving gender-responsive climate policy, developed for the purpose of guiding the effective participation of women in the bodies established under the Convention. In 2017, the Parties agreed on the Bonn Gender Plan of Action (GAP) to advance gender mainstreaming into all elements of climate action.

The Sustainable development goals' Gender equality is an essential aspect of "leaving no one behind", one of the guiding principles of the 2030 Agenda. Gender in the SDGs is more than SDG5. 10 of the 17 SDGs have targets related to risk reduction. The SDGs show the virtuous circle between gender equity and DRM (disaster risk reduction in Goal 11 and in Goal 13). Women and girls suffer higher rates of mortality, morbidity and damage to their livelihoods in disasters than men and boys, due to gender inequalities associated with socio-economic and cultural traditions, and their limited access to information. BUT...Women's and girls' active participation and leadership in DRR initiatives have proven effective in developing their own and others' capacities, sharing knowledge and traditions that mitigate risk, and incorporating risk reduction measures into recovery.

The Beijing Platform for Action of 1995 flagged 12 key areas where urgent action was needed to ensure greater equality and opportunities for women, men, boys and girls. Women and the Environment is one of the 12 critical areas. It states that women are the most affected by climate change and disasters which occur due to climate change effects. It seeks to ensure women's voices are heard and included in environmental planning and management, access to productive resources and involvement in environmental decision making at all level.

The Intergovernmental Authority on Development (IGAD) technically validated a Regional Strategy for DRM in February 2019. The Regional Strategy considers issues of gender equality, outlining the need for a gender sensitive approach in its strategic priorities, addressing gender, age and disability driven vulnerability in policy, strategy, planning, implementation, monitoring and evaluation; and provisions for building capacity to address gender and DRM issues at IGAD and member state levels. However, it does not provide a clear roadmap for doing so. There is a need for a deliberate policy and technical interventions to address the differential vulnerabilities of women, men, girls, and boys, before, during and after a disaster event in the IGAD region. In this regard, there is need for a comprehensive policy/strategy on gender mainstreaming and action plan on Disaster Risk Management along with Climate Change Adaptation that is proactive with a clear action plan well aligned to the Sendai Framework on Disaster Risk Reduction, 2015-2030 and with the African Union Plan of Action for the Implementation of the Africa Regional Strategy on Disaster Risk Reduction. The DRM strategy provides an opportunity to update DRM and CCA activities in the region to cover the next ten years, and enhance the analysis to include the crucial gender lens. Here the focus is exclusively on the roles and responsibilities of IGAD, and how it assists member states with disaster risk reduction activities and programmes. This gender strategy builds on the important work conducted in the compilation of the 2019 IGAD DRM strategy; which translated the global Sendai priorities for DRR into the context of the IGAD region. It contributes a gender lens by incorporating important continental and regional gender strategies. Extensive stakeholder consultations ground truth this plan in the IGAD regional context; ensuring activities build on what has already been achieved, addresses current challenges, and is realistically ambitious in its scope.

DRR nexus in DRM in National legal and policy frameworks

Overall, countries often prioritize developing and then updating one DRM legal or policy document. This approach reflects the Sendai Framework which encourages developing strategies and plans, leaving it up to the discretion of countries to decide what type of legal or policy framework to develop. The Sendai Framework is the global governing framework used to reduce disaster risks and oversee disaster management. The AUC PoA is the continental strategy to implement the Sendai Framework across all countries and is the guiding document for DRM for the AUC. The RECs also have their own respective strategies to support member states on their implementation of the Sendai Framework nationally. This includes the EAC Disaster Risk Reduction and Management Strategy (2012–2016) and the IGAD Regional Disaster Risk Management Strategy (2019–2030). SADC is currently drafting a DRM strategy. The relationships between these documents are reflected in Figure.

Somalia is a signatory to the Sendai Framework for Disaster Risk Reduction (2015-2030), a successor instrument to the Hyogo Framework for Action (2005- 2015). The Sendai Framework work hand in hand with the other 2030 Agenda Agreements, including the Paris Agreement on Climate Change and the Sustainable Development Goals. This is a significant milestone and evidence of the country's commitment to supporting global efforts aimed at accelerating and intensifying the actions required for a sustainable Disaster Risk Reduction and management.

Somali constitution promises to uphold the human rights and the equality of man and women before law. To do so, specific Ministry for Women & Human rights have been established to make sure gender is considered in all Government policy as a critical strategy for the promotion of gender equality and women empowerment across all sectors. The Provisional Federal Constitution stresses women's equality with men and emphasizes on women's effective participation in all spheres of life, including public offices and in decision-making This further increases the significance of women's economic participation for Somali society. Somalia's current national Development Plan recognizes that "Peace, stability and development can only be efficiently achieved by addressing the obstacles women face to fully contribute to their country's development." In this context, the NDP aims to promote gender equality and women's empowerment both as key development objectives in their own right and as a critical ingredient for sustainable development. It also advocates for targeted interventions to improve women's rights, protection and participation and as such incorporated a separate section on gender mainstreaming.

In 2016, the FGS adopted a National Gender Policy with the aim to further gender mainstreaming in its peace and state-building processes. The policy promotes gender equality in disaster risk reduction (DRR). The policy instructs gendered aspects of disaster management across the board is mainstreamed.

Somalia's women's charter and women, peace and security agenda: Pillar 2 of protection: protects women's rights during and after the conflict. The women of Somalia are committed to accelerate efforts to eliminate all forms of violence against women and girls. The charter argues "[...] We demand that the Constitution makes explicit that the right to safety and security includes women's right to be protected from gender- based violence, both in and outside of the home. We call for the immediate passing and enforcement of the Sexual Offences Bill and anti-FGM legislation." Such policies and regulation are important in making gender is mainstreamed in DRM intervention of the country.

Implementation of the policies & legislation

The Somali Somalia Government recognizes through the provisional Constitutional provisions and through the National Gender Policy, the need for full participation of men and women in every development sector at all levels in order to ensure sustainable development and attainment of gender equality. The federal government initiates Disaster risk reduction measures through its National Multi-hazard early Warning Center under the Somali Disaster Management Agency (SoDMA) with the federal member states Ministries of Humanitarian affairs and disaster management (MoHADMs) taking the responsibility for implementing and maintaining its effectiveness.

Somali Disaster Management Agency (SoDMA) is a federal institution created in 2011 during the peak of the famine crisis. SoDMA is reinstated with new commission nominated by the Prime Minister and approved with presidential decree on 17th of August 2022. The agency has replaced Ministry of Humanitarian Affairs and Disaster Management (MoHADM) in August 2022. The agency is structured into three main directorates namely emergency response and recovery, disaster risk management and operations department.

SODMA has the vision to enhance the capacity of the federal/FMS and community working together to mitigate against, prepare for, respond to, and recover from all natural and human-made disasters. The Agency ensures, through coordination with FMS, regions, districts and community stakeholders that the Somalia is prepared to respond to, and recover from, all kinds of emergencies. By providing leadership, the agency works in reducing risks and manage fatalities resulting from disasters by enhancing the capacity of mitigation, preparedness, response and recovery throughout the Country. The agency defines its mission as follows: Saving lives, and protecting livelihoods and assets of vulnerable communities in disaster-prone areas to make communities safer and resilient through reducing the number of people affected by disasters. In addition, the agency is facing institutional capacity gaps, and limited resources. Therefore, the agency's program objective includes Strengthening Gender Mainstreaming efforts in Somalia's Humanitarian and National Disaster Risk Management. The program will help introduce services to women, girls, boys and men in terms of Participation and decision-making processes. The reinstatement of the Somalia Disaster Management Agency (SODMA) alongside growing awareness of the limits of the existing externally driven DRM model, have catalyzed efforts to conceptualize a new (hybrid) service delivery model that are gender sensitive that better reflects Somalia's federal dispensation and the increasing need to make government more central to policy formulation and discharge. However, SoDMA has a limited capacity and the necessary staffing and budgetary support to cover wage and non-wage recurrent and other costs to fully execute its mandate. Specifically,

processes for the allocation and disbursement of funds for gender activities need to be simplified and clarified. The Gender unit currently lacks their work to be budgeted, which contributes to the perception that It is not functioning or not relevant. More robust and continued investment is needed to advance the centrality of gender equality and mainstreaming in humanitarian response and disaster risk reduction to support effective leadership for government in its programing.

The Somali Disaster Management Agency (SoDMA) through its FMS MoHADMs decentralized structures has the overall responsibility to coordinate DRM and development programmes in the country. The Humanitarian and development partners that include United Nations Organizations, CSOs, Red Cross Society, the private sector, and others complement government effort in DRM initiatives. At sub-national level, coordination arrangements mirror the national level with regional and district level Coordinators taking responsibility at that level. However, SoDMA is charged with the coordinative role as empowered by its establishment act law of 2016. Implementation of disaster risk management in Somalia is the mandate of the Somali Disaster Management Agency (SoDMA), in coordination with the federal member state relevant authorities. The agency was established to carry out the overall coordination of all relevant disaster management stakeholders.

Integrating Gender into Disaster management Cycle-Findings

To effectively implement Disaster risk management policies, it requires an integrated approach that combines a variety of functions and sectors including preparedness and emergency response, livelihood and resilience, water and sanitation, food security and durable solutions across a number of phases of action. This section of the analysis presents key findings from the consultation of stakeholders used to identify, understand, and describe gender differences and the relevance of gender in the context of disasters. The analysis typically involved examining the differential impact of policies and programs on women and men and the collection of sex- disaggregated or gender sensitive data where appropriate. The analysis also examined the different roles, rights, and opportunities of men and women as well as relations between them. It also identifies disparities, examines why such disparities exist, determines whether they are a concern, and looks at how they can be addressed. The findings will therefore be discussed systematically along the key elements of DRR cycle, that is, Mitigation, Response and Recovery as per below figure.



Source: National multi-hazard early warning center-Somali Disaster Management Agency (SoDMA)

Although this analysis discusses each cycle stage separately, it is critical to stress the importance of the interrelated nature of aspects of disaster management. Therefore, it is important to ensure that activities undertaken before, during and after a disaster are interlinked/mutually inclusive. The integrated and holistic approach represented in the disaster management cycle is the foundation on which all projects and interventions in

disaster management are built on. This foundation then contributes to the creation and development of safe, resilient and sustainable communities.

1. Disaster preparedness & Mitigation

Most natural and climate related disasters are known prior to their occurrence through effective Early Warning Systems (EWS). Therefore, the issues of preparedness become a fundamental element. Preparedness is the initial stage where the needs of women and men are independently analysed, documented, planned for and resources mobilised accordingly. Priority activities during the preparedness phase of the emergency:

a) Coordination & cohesion

Coordination for federal and federal member states lies with the federal disaster management agency (SoDMA) and the State Emergency Coordination at the state level. This further cascade to district level coordination under the state administration. In this structure, all other government departments and agencies, civil society organizations, NGOs, religious scholars and business community all play a role in coordination and disaster response. Every member of the coordination structure plays a role when disaster occurs.

The most effective organ is the federal led SoDMA structure when it comes to responding to catastrophes. Both at state and district levels, the coordination function is not fully functional and its mandate to plan and respond to disasters is under capacitated. Under the leadership of SoDMA and in coordination with UN OCHA, the disaster management actors are clustered in to four categories; mainly logistics, camp coordination, health, nutrition, WASH, protection, food security and shelter. Among these different groups, inter cluster coordination is arranged with the aim:

- Ensures a coherent strategy and operational response across all sectors.
- Brings together inter cluster analysis, assessments, plans and programs to establish linkages; minimizing duplication and enhancing complementarities.
- Ensures mainstreaming of cross-cutting issues.
- Is conducted between relevant clusters around specific thematic issues to ensure programmatic synergies and optimal use of resources among clusters.
- Provides coherent, relevant information and analysis to the HCT to support the adaptation of the humanitarian strategy to the changing operational environment.

It was noted that a disaster situation is everyone's business in order to save lives, However, as the situation on the ground changes and there is need for long term planning

for response and recovery, the transition becomes unclear as most institutions leave without proper handover or hang on to responsibilities beyond their mandate. The confusion on roles and responsibilities, were visible especially in the case of ZOOPE 1 & 2 explosion disasters. A number of federal government institutions had overlapping responsibility when it comes to leadership and coordination of the response. For instance, the Ministry of health assumed as its primary role to lead the response as mass causality of wounded resulted from the explosion, while SoDMA, as the country's disaster management agency by mandate is to respond all natural and man-made disaster.

From the stakeholders interviewed, even though they appreciate the need to mainstream gender in DRM, the tendency for government is to partition responsibilities into sectors to reflect various institutional mandates, yet the issue of DRM is cross cutting and needs an integrated system. Therefore, there is a challenge of finding combined skills of DRM and gender in the key institutions responsible for DRM and gender. Designing and accelerating the implementation of gender-sensitive DRM policies require strengthened capacities of institutions, stakeholders and coordination mechanisms that can link policies to budgets and implementation. For example, officials tasked with implementing DRM related policies and plans need a good understanding of gender to be able to link critical issues of gender mainstreaming into sector policies and plans. All the institutions consulted in the field demonstrated some degree of awareness on gender and gender mainstreaming. Whilst the majority appreciated the need to involve women and empower them but had limited knowledge on tools and techniques. It therefore would be strategic that all actors in the DRR sector become champions of gender mainstreaming and vis-versa, in order to put in place, the necessary mechanisms that ensure that DRR actions are implemented in a manner that systematically respond to the public needs and interest. The Ministry of Women is responsible for mainstreaming gender in government sectors. The Federal Ministry has gender mainstreaming guidelines and a Gender Policy Implementation Plan, which should help among other sectors, the DRM sector in integrating gender issues into plans and programmes and policies and for the DRM institutional structure to successfully mainstream gender in its processes, possession of adequate skills and equipping officials with relevant information. However, it was also agreed in consultation meetings that gender mainstreaming is beyond an enabling policy and institutional framework. Whilst some degree of knowledge on gender was demonstrated, the majority had not made an effort to implement or drive the gender agenda in their work leaving the responsibility to the Ministry of Women.

As suggested by many of the key informant interviews, it was suggested the need for additional skills and training to boost confidence and close the skills gap. Therefore, continual training in DRM and gender is required, in order to provide officers in key government departments, civil society organisations and the private sector with analytical

skills, enhanced knowledge and skills and deepening gender awareness that crystallizes positive changes in attitudes/mind-sets towards gender equality issues.

b) Representation by gender at national and subnational structures

The study has found that most of the sectors' senior federal, state and district officials involved in DRM are males. Among the reasons given for such a situation is the issue of less women especially in technical areas like DRM and that some women lack confidence and therefore do not apply for those post when they arise. At the state level, this situation is determined by the proportion of technical officers occupying government positions. The explanation is that "women are afraid and not willing to enter difficult situations" and generally in the Somali culture, women are perceived to stay home and man works outside. The perception in many communities is that males are the "leaders and decision makers" therefore naturally become leaders, and women are more orderly and organised and are trusted with record keeping, therefore are secretaries. In addition, the Militant Jihadist groups (Alshabab) play a role in influencing the women in the districts not to take part in such activities and prohibit the advancement and participation of women at local level as leaders including in DRM committees. Therefore, disaster risk management programs were dominated by men and thus has affected overall programming and gender mainstreaming in the DRM.

Summary of findings/gaps

1. Women are under-represented in all federal and state DRM structures
 - Nature of the DRM works are seen to be quite difficulty jobs for women
 - Women are perceived to do works of much easier jobs such secretariats.
2. Reasons for women not participating in decision making
 - Cultural & religious reasons
 - Security and fear from the militant groups.
 - The narrowness of the overall job market, making difficulty for the women to penetrate the system.
3. The DRR committees both at the state & federal level
 - DRR structures are only the formally established institutions such as SoDMA
 - There is no effective DRR committees in which women are part of. This affect level of preparedness as there may not be enough time to plan

Recommendations

- Reform policies and strategies, and introduce new regulatory DRM frameworks
- Awareness raising on gender and women's participation in decision making and DRR.
- Establish DRM committees at federal, state and district level in which women are part of.
- Training and capacity building on Gender Mainstreaming to line ministries personnel.

c) Legislation & Policies

Somalia does not possess a fully established disaster management legislation. Some aspects of the disaster management system are addressed in the provisional constitution of 2012, which, at the moment, is under revision. Despite the absence of an emergency management legislation as such, Somalia has, since 2018, drafted the National Disaster Management Policy (NDMP), which is the main emergency management policy of the country. The NDMP remains only partly implemented, with the Somali Disaster Management Agency (SoDMA) previously overseeing this process. The National DRM Policy is high gender sensitive and towards GBV sensitive. The gender considerations include a “[w]hole-of-government approach: gendered aspects of disaster management reflected across the board”, the inclusion of statistics on maternal mortality and vulnerability of women in rural areas in the background section and the recognition that women and other marginalized groups suffer the most during epidemics. State governments are instructed to emphasize restoration of livelihoods, with special attention to women-headed households and other marginalized groups.

In addition, a question is posed under community participation and resilience is: “Are concerns of women in particular identified and addressed in risk reduction and disaster response activities?” Lastly, the Policy includes the Ministry of Women and Human Rights as a member of the National Disaster Management Council. Regarding GBV, there is a nod towards taking necessary measures to ensure the security of women and other marginalized groups during disasters in safe centres or shelters under the oversight of district administrations.

However, many of the stakeholders from the various Ministries are not aware of the national DRM Policy and the disaster preparedness policies and strategies. The policy is mostly known by the field experts and DRR relevant stakeholders and partners at federal and state level institutions. A number of stakeholders have heard of the policy but they are not aware of its provisions and the impact it has on their work. However, the federal government is reviewing the national DRM policy and is attempting to translate it into a bill. This presents an opportunity to include gender equality issues in DRM. An opportunity to mainstream gender in DRM also exist as the development of the DRM National Plan.

The National Development Plan extensively integrates gender considerations. SoDMA and stakeholders working on gender and/or GBV risk mitigation, prevention and response can leverage this plan and any additional DRM laws or policies to be gender and GBV responsive and ensure implementation of the DRM framework, including the Policy, is gender responsive. The implementation of the National Action Plan on Ending Sexual Violence in Conflict, a plan overseen by the steering committee co-chaired by Ministry of Women and Human Rights Development (MoWHRD) and UN Assistance Mission to Somalia. Efforts here could bolster efforts to integrate gender and GBV considerations in DRM and collaboration between National Action Plan actors and DRM officials could be mutually beneficial.

The Somali Women's Charter published by the MoWHRD advocates for inclusion, participation and rights. It also references periods of conflict and integrates GBV prevention and response; these points can also be leveraged in advocacy for stronger gender integration in DRM. Stakeholders working on gender and/or GBV risk mitigation, prevention and response working in DRM can support the advocacy efforts for parliament to pass GBV prevention and response related legislation under development, such as the Sex Offences Bill (2018) and the anti-FGM Bill. These bills, if adopted, could be leveraged to further integrate GBV prevention and response activities in the DRM framework.

Summary of Key findings:

1. There is no DRM law, there are only policies and strategies which are not equivalent to address gender mainstreaming in the DRM.
2. The current policies are not well aware of by the majority of the stakeholders and the communities.

Recommendation

1. National DRM law & National emergency act is a priority
2. Gender mainstreaming in the policies and laws should be prioritized.

d) Local level planning

Unfortunately, DRR works are only led by the federal and state level institutions at the state and federal capitals. Local communities at district and village level have no influence and contribution to the DRR activities and operations let alone women inclusion in the

process. Therefore, it is recommended to build local level district committees of DRR in which women are given role to exercise and participate.

e) Vulnerability Mapping

Vulnerability describes the degree to which an individual is exposed to risk such as floods that impact the built environment, e.g. housing and infrastructure. Vulnerability mapping is critical to all disaster-prone areas. The intersectional (the complex interaction of multiple identities with gender) was discussed to help recognize the diversified nature of vulnerability and the understanding of dynamics and power relations that influence individuals and groups to experience power and oppression at the same time. The dimensions of power in terms of who has it and how they use it with regards to DRM was interesting with issues of cultures, religion and social interactions at the centre.

Gendered power structures in general disregard capacities of women, limit the access and control over resources which places women in vulnerable conditions. It was observed that, the role of women in the household forces women to develop an ability to handle complex systems that are interacting on different levels such as household or community scale. It is led by the responsibility to provide and manage necessities of daily life and can generate conflicts through the separation of domains and knowledge. Women were primarily seen in their role as mothers, which described their reproductive function, and wife who will indirectly benefit from the husband's improved economic situation. Such gendered views led to a progressive exclusion of women in decision-making processes. Women's rights are oftentimes embedded within rights that are controlled by men or allocated by men's institutions in most of the areas. Sexual and gender-based violence and gender-based violence is most often under-reported in Somalia due to stigmatization. Data shows that 18 per cent ever-partnered urban women and girls of ages 15-49 have been subjected to physical or sexual violence by a current or former intimate partner in the previous 12 months. This is compared to 12.9 percent of rural women and 8.7 percent of nomadic women. The Humanitarian response plan noted that women, children, persons with disabilities, elderly, unaccompanied persons are particularly affected. Displaced and marginalized groups face challenges to access healthcare. Victims of sexual- and gender-based violence suffer from stigmatization and difficult access to appropriate services. Female Genital mutilation is widespread, with an estimated 98 percent of girls and women aged 15 to 49 years suffered from it, but not receiving appropriate healthcare

Poverty is known to be a key factor in the vulnerability of both men and women during hazard events. It was agreed that poor men and women already have little belongings and capacity to improve their space. They also generally are vulnerable to hunger. Any small disturbance to their space plunges them into extreme poverty. Data on poverty in

Somalia is weak and largely out of date. The Socio-Economic Survey carried out with support from UNDP and the World Bank in 2002 provides the most recently available and nationally representative poverty data on Somalia. According to that survey, 43% of the total population were estimated to be living in extreme poverty (defined as US\$1 per day in PPP), and 73% were estimated to be living on less than \$2 per day. The percentage of people living on less than a dollar a day was 24% in urban areas rising to 53% in rural and nomadic areas. However, given the contextual changes that have taken place in Somalia since this survey was undertaken, this data is not considered to be representative of current poverty levels in Somalia.

Summary of findings/gap

- A gender sensitive vulnerability mapping/identification not adequately done for all districts in Somalia

Key recommendation

- A gender sensitive vulnerability map that overlaps the disaster map to be produced in all districts.
- Need to address the root causes of vulnerability with the help to key stakeholders to reduce an extension/exacerbation of vulnerability in times of disasters
- A quick analysis of time-use and practical and strategic needs of women and men in districts prone to disasters.

f) Early Earning & Information Management

In Somalia, a number of early warning structures have been put in place across different parts of the country. Prominent among these was the establishment of the National Multi-Hazard Early Warning Center in Mogadishu in 2020. Within Somali ministries, and with support of the international community, there are initiatives to set up government led data collection and processing systems and to reduce the dependency of the international community. In September 2021, the Somalia National Bureau of Statistics (SNBS) has signed a formal agreement with the Food and Agriculture Organization to transfer the FSNAU and the Somalia Water and Land Information Management (SWALIM) programs from FAO to the SNBS. The most significant and urgent humanitarian impact from various disasters is that on Food and Nutrition security (FNS). Equally important is strengthening of weather forecasting and hydrological measuring stations in riverbeds particularly those that are prone to (flash) flooding. Currently there is no national hydrometeorological policy

or Hydrometeorological Act resulting in overlaps in institutional mandates for example for setting up of weather observation stations and managing the collected data by various institutions. Risk monitoring and reporting is dependent on the availability of data and on the capacities of stakeholders to share, process and analyse data. These capacities are currently limited.

Both women and men need better and more equal access to early warning information on upcoming natural hazards such as floods, earthquakes, winds, fires and cyclones. The major sources of information are: Community meetings, community members, Media (TV, Radios) , NGOS and Government Extension Workers and of late, the schools. The majority relied on community meetings, extension workers and schools the most. The respondents revealed that there are several community meetings that are held, called and facilitated by various stakeholders and attended by men and women. However, in these meetings, information is usually packaged uniformly with very little considerations of special interest groups such the disabled, elderly, and children and of course gender dynamics. Other channels of information dissemination are through the use cell phones. Through the use of social media and also basic phones through messages critical information filters down to local level and vis-versa. It was noted that almost all households own one or more phones and messages get passed on effectively within households, neighbours and communities.

Upon receipt of information, the majority of both men and women adopt a wait and see attitude and they believe that “someone is bound to come and assist them”. To some of the elderly and the very religious members, they rely on traditional forecasting or religious confirmations, whilst the young are more likely to trust more scientific evidence and explanations. It was noted that the traditional forecasting to climate information for example still remains important. Therefore, an increased harmonisation of traditional and modern/scientific methods of climate prediction and dealing with disasters is necessary so that the different users/audiences complement. Early warning and risk reduction activities, though done during preparedness can also be done during recovery process, as men, women, girls and boys currently affected by a disaster are usually highly motivated to learn new ways of protecting themselves.

On the other hand, Somalia does not have an integrated Disaster Information Management System (DMIS) supporting emergency management activities. During interviewing, relevant organizations expressed the expectation to receive information and data overviews on crisis situations in the whole Somalia from the to be established SoDMA, as it is expected to have the capacity to oversee the situation better than FMSs. Various data sets relevant for DRM do exist at federal, state, ministerial and district levels and in the international community, but this information is not programmatically and

continuously brought together in a systematic way able to create a common operational overview between various organizations.

Summary of findings/gap

- Early warning systems & infrastructure is quite under capacitated and much concentrated in the capital city.
- There is increased use of community meetings as a means to communicate disaster information.

Recommendation

- Strengthen early warning system for all regions and districts of the country.
- Continue to use this means of communication and make the community radios more functional and effective in communication disaster information. Early warning systems to cater for the deaf and blind
- The integration of traditional knowledge systems and modern systems in information generation and in the management of disasters

g) Risk Reduction

In the absence or limited capacities of government to respond to crisis, communities are the first, best and often the only responders. There has been community volunteers of Civil Protection Committee with men dominating. In case of emergency, they also are more likely to have means of mobility. However, it is important that capacities and available resources of women and men for managing and reducing vulnerability are identified at household and community level.

Support community-based mitigation and preparedness programs is essential for disaster risk reduction. Educate on disaster risks awareness and localize and integrate early warning messaging, and data gathering. Preposition of response equipment and tools for community-based disaster risk reduction and response initiatives using local knowledge. Support volunteering and community leadership. Local leaders, elders and community groups have an important role to play in overall disaster risk reduction. Engaging and training the community leadership for men and women in proactive risk management can improve the overall effectiveness of the emergency management program in all phases, ensuring integration with all levels of government and establishing a local culture of preparedness

Summary of Key findings

- Men are more exposed to life saving skills than women. Women tend to prioritise children's safety first

Recommendation

- Lifesaving skill training to be extended to women and children especially the girl child
- Risk reduction mechanisms needs to be explored such as strength of buildings

2. Response

Somali is highly dependent on international actors, when it comes to disaster response as the government capacity is limited. The international organizations such as the UN, local NGOs and other partners respond to the crises in coordination with the Somali government. SoDMA has recently established National Emergency Operation Center (NEOC) to act as a crucial national hub and coordinate all emergency preparedness and response activities during times of national crisis. However, in the states and regions, the state Ministries of Humanitarian & disaster management lead the local level implementation. Warehouses are centered around the entry ports into the country from where commodities are dispatched throughout the country. Response stations, including fire services and health care centers, are in the urban centers only. Their absence at local level was identified by multiple key actors as a severe gap in the system, also leading to a pull factor of the affected population to the centers resulting in an overburdening of the available services in the cities. In Mogadishu, a city that is relatively well equipped, the average response time to incidents is estimated to be over one and a half hour. In the regions and the local districts, it takes longer hours to respond, thus, risking the lives of the vulnerable people such the as women. Therefore, it was noted that, the need to act fast when providing disaster response can sometimes obscure the importance of gender sensitivity and the need for careful and appropriate planning on the basis of sound understanding of the local context. women and minority groups frequently have less social, economic and political power and are not represented in formal leadership structures. Yet, these structures are often the first and main point of contact for response personnel.

Emergency response teams in emergency situations are dominated by males. Therefore, it is imperative that response teams include a combination of male and female (gender and diversity balanced) members in order to facilitate accessing women and men separately during needs assessments and in addressing the respective needs of women and men throughout the operation. This will cater for the diversities that exist in which women can only talk to women especially on personal needs.

Disasters are calamities and in most cases force evacuation on short notice with little time to gather daily essentials such as sanitary wear,. As much as possible gender and culture-specific needs are taken into consideration when designing relief packages. Women and men should be consulted on the contents of relief supplies to ensure they are suitable. As women tend to be reluctant to approach men regarding their personal hygiene requirements, and can be easily embarrassed or humiliated during the distribution of sanitary and undergarment supplies, it is generally preferable that males are not involved in their distribution. Similarly, the needs for pregnant and lactating women were raised, so that relief pays particular attention to ensuring proper nutrition for adequate milk

production for babies and for other vitamin supplements that can be incorporated into family or mother and baby assistance packages.

As such it was agreed in all consultation meetings that all staff and volunteer members of response teams, including partners, need to become familiar with potential gender-related issues and considerations in advance of undertaking any assessments or planning the delivery of relief assistance. They may also need training in participatory approaches and working with marginalized and vulnerable groups. Moreover, it was also agreed the need of conducting gender sensitive needs assessment before and during the response was emphasised by all consulted.

Summary of key findings

1. Limited gender considerations in planning and delivering the response.

Recommendations

1. Inclusion of women in the rescue teams. Train women on life saving skills such as first aid and counselling
2. Training on gender mainstreaming and considerations to rescue teams.
3. Consultation of men and women on their needs as part of disaster preparedness and response is vital -Response to be inclusive and respond to differential needs of men and women.

3. Recovery & Adaptation

As the last step of the disaster management cycle, recover and adaptation mechanisms is essential for and better and lasting solution for the disasters. National actors made requests to focus on recovery, since communities have not yet been able to recover from disasters when the next emergency already happens. Recovery does not just mean the return to normal, which would often include a return to women's and girl's unequal access to resources, opportunities and power on the basis of culture, economic status among the many issues that lead to inequality. In many cases, disaster leads to rapid social changes within the affected community or society at large. Gender inequalities are believed to be exacerbated during the crises. It was evident from the field discussions that women and men have varying short and long-term needs in all disasters which should be addressed. If both traditional and district leadership exclude women and men in discussions of mapping a way forward, it will be excluding their needs and potentials to adapt to the disasters and emergencies and capacitate themselves to future disasters. Thus, it is important that DRM measures during the recovery phase actively promote women's empowerment and aim towards gender equality. The dimensions of recovery

assessed in this analysis include, recovery assessment, reconstruction, restoration and revitalisation of the economy and restoration of institutional and social structures.

An in-depth assessment of community needs, vulnerabilities, and coping strategies is necessary to be undertaken by the response and recovery operation team. In order to ensure that recovery operations address both men's and women's needs and priorities and can design appropriate interventions in response. These assessments are not necessarily participatory in nature and therefore the needs of men and women are usually assumed and imposed on communities. At the Local level, it emerged that some of the women and men who are "furthest behind" may not have their needs attended to as favouritism and relationships may become one of the criteria for selection of beneficiaries. Also, those with disabilities and the elderly especially men tend to be left behind and their needs not specifically addressed.

Summary of findings

- Limited government resources to respond timeously to rebuilding of livelihood and resilience of men and women at local level.
- Tools for assessment of the most vulnerable not comprehensive enough to include all groups.
- Restoration and re-vitalization of the economy and livelihoods is not merely a return to the previous status quo of poverty and inequality but a building better livelihood.
- Access to finance and means of production can be a challenge to most women especially after a disaster that has disrupted livelihoods.

Conclusion

The purpose of this analysis was to examine the extent of integration of gender within Somalia DRM legal and policy frameworks. By undertaking comprehensive DRM legal and policy frameworks analysis, examining current DRM programming and implementation in Somalia, and consulting with the community, the report produced comprehensive analyze of the status of gender- DRM integration in Somalia to inform policy makers and doners to develop their plans for disasters occurring in the country.

Disasters, which disrupt society with enormous damage to the human life, environment and economic resources treat women and men differently. Women are more vulnerable to the consequences of disasters because of their social role. This emphasises the need to achieve gender equality in disaster reduction and integrate a gendered perspective to all policies and measures implemented in disaster management context. Gender mainstreaming in disaster reduction allows women to decrease their vulnerability through identifying their specific needs at the disaster management planning stage.

The report has found out that:

1. A number of the DRR related policies are still to effectively mainstream gender. A capacity and skills gap exist with regards to gender mainstreaming. The need for capacity building, awareness raising is imperative. Training should be streamlined to DRR committees at different levels, noting that training needs and information needs differ from National, state , district and local levels. It is also imperative that education and awareness on gender be a priority and adequate resources availed for mainstreaming all cross-cutting issues in disaster risk reduction at all levels. Emphasis was also made on training courses or awareness raising campaigns to respond to the needs of the community pre and post disaster in order to sensitize the communities.
2. It was noted that there is need for considering long term impact of response on women and men in disaster as it generally provides a window of opportunity for enduring change and already the response can have a long-term impact on the socio-economic fabric of the affected population. This requires raise awareness to challenge the perspective of women as victims was predominantly validated, and create a common understanding that disasters are not gender neutral. The recognition of women as active agents of change is crucial towards successful adaptation and mitigation programmes at local level and a communication strategy that addresses different categories of people equally.
3. Disaster situations often exacerbate the gender equality gaps and issues such as the right to productive resources such as land, natural and financial resources,

services, and income, gender-based violence and child marriages. Multistakeholder involvement in the addressing these issues is critical in order to reduce suffering to communities and in particular to women and girls.

4. Rebuilding of livelihoods and resilience is a fundamental part of DRR. To enable this, timely and effective support of women and men's projects and initiative is critical. Development partners can as always leverage government effort in many forms including direct support to communities, strengthening of institutions of effectively respond to disasters. To enable these efforts to be realised, government together with development partners can set up disaster gender transformative funds.
5. The level of participation and involvement of men and women in the recovery process was noted as divided along skills and level of physical strength line. This has resulted in men doing most of the hardest tasks and those tasks requiring skills. There is need to encourage local participation in physical reconstruction, including the hiring of women and providing them with training in construction-related skills.

RECOMMENDATIONS

This analysis focused to give an account for the importance of gender mainstreaming in disaster reduction in Somalia through a discussion of literature findings on disasters, the types of disasters, different categories of disaster vulnerabilities and gender mainstreaming and its role in disaster reduction process. Gender mainstreaming in disaster reduction facilitates non-traditional ideas and parties to participate in disaster reduction and sustainable development planning while empowering women to develop their leadership qualities and other special skills in the decision making process.

This study recommends that

1. Somalia government should draft and review the DRR legislative framework and policies to encompass gender in DRR. This will include provisions that address inclusion of women on basis of equality with men in the various committees up to grassroot level. In the process awareness raising on DRR and Gender could be done through sensitisation meetings/workshops and the distribution of advocacy materials.
2. That an all involving mindset is instilled in the existing key actors in disaster risk reduction to ensure that flexibility is upheld in the face of changing roles of actors in the disaster risk management. This is because rigidity in the cultural orientation may mean that existing players don't embrace ideas and efforts of women and children which derails existing efforts to manage disasters effectively.
3. It was noted that women and other vulnerable groups are visibly absent in most of the decision-making committees yet their voice is equally important in disaster risk reduction. It is critical that policy, community, leadership progressively create space and give voice to women through decision making/leadership positions at all stages and levels of DRR
4. Strengthening of gender based fora where specific interests and contributions towards the overall fight against disasters can be detailed analyzed and then shared with authorities for incorporation into the disaster management strategies
5. Whilst the coordination and collaboration mechanism exist at all levels between government and development partners, there is still need to strengthen and make functional the intergovernmental mechanisms on GRR and gender so that their functionality is not only triggered by the onset of a disaster. This process will include the mapping of all willing to invest or be involved in DRR and gender.
6. Promoting of evidence based policy making to ensure that the strategies implemented are more impactful through holistically incorporating the diverse views of various gender.
7. The disaster management from the federal and from state level ought to have requisite expertise of knowledge in gender to effectively lead its mainstreaming the

DRR functions. Therefore, they need to continue to receive both formal and informal education and training in gender, to allow them to perform to expected professional standards whilst also generating new research and information and keeping abreast with the new DRR and gender approaches. Capacity can also be enhanced through the elaboration and dissemination of gender sensitive tools and guidelines, checklist etc and gender sensitive recruitment of staff. It may also be imperative to set up a Training of Trainers network at national level.

8. Strengthen existing avenues for cross gender communication and analysis of ideas about various disasters and appropriate management strategies.
9. Good gender sensitive practices can be packaged in communication and media products such as videos, audios, pamphlets and many others. The geographical and intervention targeting need to be accurate to ensure targeting of right people and right messages and assistance. Therefore, there is need effective use of community radios to pass localised information.
10. Stakeholders working on gender and/or GBV risk mitigation, prevention and response working in DRM could follow the ongoing effort by the MoWHRD to establish gender focal points in all ministries and this would greatly enhance gender integration, including related to GBV risk mitigation, prevention and response, across sectors, which would be beneficial during DRM coordination and implementation.
11. Gender and GBV stakeholders, including national and international partner organizations can showcase the integrated gender and GBV response approaches at the community level to demonstrate potential on a national level. SoDMA and gender and GBV partners can invest in community-based committees which are supposed to be 50% men and 50% women²²³ to promote gender parity and expand momentum for further gender equality efforts in DRM.
12. Disaster leads to rapid social changes within the affected community or society at large. Gender inequalities are exacerbated as in the case of increased child marriages and increased domestic violence. Recovery should be led by the principles of “leave no one behind” and “Build back better”. It is therefore recommended that recovery assessment be participatory and inclusive of all vulnerable groups and that the distribution of resources be equitable.

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24.	Sahra Abdi Mohamed	Min. of Planning, Investment & Economic Dev.
25.	Mukhtaar Sugaal	Min. of Interior, Federalism & Reconciliation
26.	Khadar Sh. Mohamed	Somali Disaster Management Agency
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